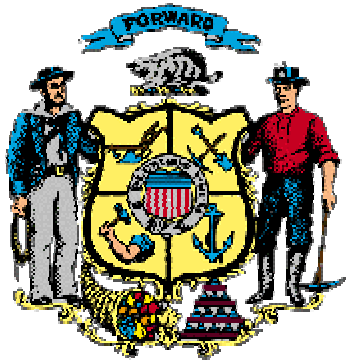


# **Report on Homeland Security in the State of Wisconsin**



**Governor's Homeland  
Security Council  
September 9, 2004**



State of Wisconsin  
**Homeland Security Council**

JIM DOYLE  
Governor

MAJ GEN AL WILKENING  
Homeland Security Advisor

Department of Military Affairs  
2400 Wright Street  
Madison, WI 53704

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September 9, 2004

Dear Governor Doyle:

Three years after the terrorist attacks of September 11, 2001, the State of Wisconsin is far better prepared to respond to a catastrophic event.

Today, homeland security efforts throughout Wisconsin are better integrated and coordinated at all levels – federal, state, and local government, first responders, non-government agencies, and citizen volunteers – into a statewide system coordinated by the Homeland Security Council.

While we still have a long way to go, we have made significant progress since you appointed the Homeland Security Council less than two years ago. We are breaking down barriers between different agencies and levels of government so they can work together better to achieve the same goal: keeping the people of Wisconsin safe.

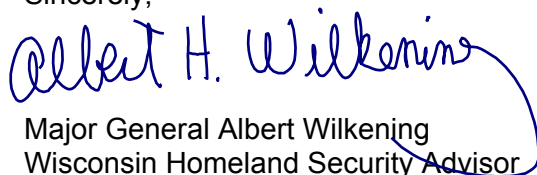
By proclaiming the month of September as Preparedness Month in Wisconsin, you've given us a chance to reflect upon the lives lost in the war on terror, what we have accomplished in Wisconsin, and what more should be done to protect our most precious asset – our citizens.

The Council has looked at all sectors – from safeguarding the air we breathe and the food we eat to the infrastructure of our buildings and utilities. This report outlines some of the many measures state agencies have enacted to strengthen our homeland security efforts, with a focus on:

- Prevention – identifying and protecting critical infrastructure assets while improving the ability of state and local agencies to gather, analyze, and share information about terrorist activity.
- Response – recognizing and closing existing gaps in emergency response capabilities as well as ensuring effective coordination of state and local emergency response teams.
- Recovery – ensuring that the necessary resources are in place to enable an effective recovery from a terrorist attack on the part of both private and public entities.

Finally, all of our efforts at the federal, state, and local levels have been strengthened by the involvement of our citizens. From people volunteering with groups such as the American Red Cross and Salvation Army, to helping during emergencies, to participating in local Citizen Corps Programs and attending Community Emergency Response Training – our state is stronger and better prepared.

Sincerely,

  
Major General Albert Wilkening  
Wisconsin Homeland Security Advisor

In March 2003, Governor Doyle established by executive order the Governor's Homeland Security Council. Major General Al Wilkening, the Adjutant General of the Wisconsin National Guard serves as Homeland Security Advisor. Membership of the Council includes representatives from the Office of Justice Assistance, Wisconsin State Patrol, Wisconsin Emergency Management, Department of Health and Family Services, Department of Justice, and Wisconsin State Capitol Police.

The Council's duties include improving coordination between federal, state, and local agencies and making sure Wisconsin is able to help prevent and respond to any potential threat. This includes ensuring our first responders are properly equipped and trained, securing Homeland Security funding, and providing public education materials to our citizens to keep them informed. Recent accomplishments or ongoing programs that are helping keep Wisconsin secure include the following:

### **Homeland Security Funding**

- In recent years, Wisconsin has received more than \$100 million to further homeland security initiatives across the state. The Office of Justice Assistance (OJA), which is charged with distributing Wisconsin's homeland security grants, continues to fund state and local public safety and law enforcement personnel for planning, training, equipment, and exercises, and other costs associated with enhancing local and state capabilities to prevent, respond to, and recover from terrorist attacks.
- In addition, the Wisconsin Department of Health and Family Services has received \$49 million from the federal government to help strengthen the state's ability to combat bioterrorism, infectious disease outbreaks, and other public health emergencies.

### **Agriculture**

- Legislation was approved to mandate premises registration in the State of Wisconsin, so that a disease outbreak could be more quickly traced back to a particular farm or a particular animal. The Department of Agriculture, Trade, and Consumer Protection (DATCP) worked with the Wisconsin Livestock Industry Consortium to design a premises registration system, which was recently selected by the USDA as the interim system for premises registration nationwide.
- OJA provided nearly \$2 million to the labs at the Department of Agriculture, Trade and Consumer Protection and the State Laboratory of Hygiene to improve their capacity to respond to terrorism. Recently, DATCP field personnel used equipment purchased with homeland security funds to identify – within hours rather than days – an unknown toxic chemical that was killing beef cattle.
- A \$500,000 Homeland Security Grant from OJA was a key component in the Wisconsin Veterinary Diagnostic Laboratory's purchase of an alkaline hydrolysis tissue digester that will provide safe and effective disposal of infected animals in the event of an agro-terrorism event.

- DATCP established the Wisconsin Veterinary Corps, comprised of more than 70 veterinarians & 52 veterinary technicians statewide. DATCP has provided training to these corps members in Incident Command System (ICS) and Foreign Animal Disease recognition and response.
- DATCP helped establish the Multi-State Partnership for Security in Agriculture. The Partnership, which involves 10 Midwest states, recently secured \$2 million from the federal government, which is being used to develop risk communications model and material developments, as well as response plan coordination/analysis, catalog existing training, exercises, and vet team research.

### **Citizen Training and Public Education**

- On September 1, 2004, a new State of Wisconsin Homeland Security Website was launched. The website is designed to be a one-stop location for a variety of information including personal preparedness brochures, links to federal, state and volunteer agencies, and meeting minutes from the Governor's Homeland Security Council. The new web address is <http://homelandsecurity.wi.gov>.
- Since April 2003, Wisconsin Emergency Management (WEM) has provided local agencies with grants to offer Community Emergency Response Team (CERT) Training. The program teaches citizens to be prepared to respond in the event of a disaster or emergency. So far, 159 people across Wisconsin have completed the basic CERT training course and 133 people have completed the CERT train-the-trainer class – allowing them to instruct future courses.

### **Communications**

- To help improve emergency communications, WEM installed ACU 1000 communications units in state command post trailers. The ACU 1000 communications system allows up to 12 different radios or 11 radios and a phone interconnect and will allow cross frequency communications from various agencies.
- In coordination with the Division of Enterprise Technology, five grants totaling \$550,000 are helping to build Geographic Information Systems (GIS) mapping technology to help agencies detect threat patterns, map the outbreak of disease, track response assets, model the dispersal of chemical agents, and identify evacuation routes.
- A \$621,000 Homeland Security Grant from OJA to the Educational Communications Board funded the replacement and upgrade of the state's aging National Weather Service transmission system. The system is used to broadcast emergency information to the public.
- One of Wisconsin's top priorities is to resolve existing communications interoperability issues among emergency response agencies. A statewide communications study completed this summer resulted in a number of recommendations that have already begun to be implemented, including the adoption of technical standards and the formation of a governance structure. Once these steps are finalized and a plan is in place, OJA will distribute more than \$10 million to improve communications across Wisconsin.

## **Cyberterrorism**

- With two grants from OJA totaling more than \$500,000, the Department of Administration built and tested a data back-up and recovery system that will enable government agencies to recover critical data – within hours rather than weeks – in the event of a terrorist attack on the state's IT infrastructure.
- Equipment and planning funds in the amount of \$325,000 were awarded to Department of Justice (DOJ) to build the state's capacity to prevent, counteract, and investigate cyber-terrorism. DOJ also received funding for intelligence gathering equipment and forensic equipment for the Crime Lab that will help prevent an act of conventional terrorism.

## **Emergency Management**

- Wisconsin Emergency Management (WEM), as the agency with primary responsibility for statewide disaster preparedness and response, received funding to upgrade its communications capabilities as well as the state Emergency Operations Center.
- WEM obtained new resources and equipment to help augment local emergency response capabilities for special events and disasters. This past year, WEM purchased a new 21-foot fully self-contained command post trailer. The new trailer is one of two command posts available for local communities to use. In addition, WEM has purchased a portable 80-foot communications/light tower. Since 1992, WEM has deployed the Mobile Command Post at several events and disasters including the Weyauwega train derailment in 1996, Siren tornado in 2001, and Ladysmith tornado in 2002.
- Governor Doyle, members of his Cabinet and the Homeland Security Council participated in a terrorism-related tabletop exercise conducted by the U.S. Department of Homeland Security, Mobile Education Team, in September 2003. Wisconsin was the third state to receive the training conducted by national security experts from across the nation to ensure that all states are prepared.
- In July 2004, members of the Homeland Security Council and representatives from various state agencies participated in Incident Command System (ICS) training conducted by the National Emergency Management Association.

## **Wisconsin National Guard**

- The Wisconsin National Guard established a Rapid Reaction Force designed to deter terrorist acts or respond to a terrorist incident in Wisconsin. The Rapid Reaction Force is made up primarily of soldiers from 2nd Battalion, 127th Infantry. This Appleton-based infantry battalion can provide forces in two packages: a 125-soldier force capable of a speedy initial response anywhere in the state, and a larger force of up to 375 additional soldiers who can respond within 24-hours, if needed, to sustain operations for days after the initial response.
- The Wisconsin Air National Guard's Madison-based 115th Fighter Wing maintains its 24-hours a day, 365-days a year alert mission to defend America - including Wisconsin - from air borne threats.

- The Wisconsin National Guard has established a 24-hour Joint Operation Center (JOC) in Madison. The JOC can coordinate the effective response of Wisconsin Emergency Management, the Wisconsin National Guard, and other agencies in the event of a threat or emergency anywhere in Wisconsin.
- The Wisconsin National Guard is currently fielding equipment for a full-time National Guard Civil Support Team (CST). The 54th CST was authorized by the Defense Department in March 2004. The unit's 22 full-time personnel are undergoing extensive training. The team is available 24-hours a day and is capable of responding anywhere in Wisconsin with sophisticated detection and communication equipment, serving as a unique resource to support local, state, and federal civil authorities in the event of an incident involving weapons of mass destruction.

## **Government Facilities and Infrastructure**

- Nearly \$3 million has been used to improve the security of a number of state-owned facilities and infrastructure including numerous university labs that store hazardous substances, Camp Randall Stadium, the Kohl Center, the Expo Center, State Fair Park, the Marquette Interchange, and the Hoan Bridge.
- WEM coordinated with the federal government in the evaluation of identified critical infrastructure within the State. To date, 11 of the 21 sites have conducted formal training for local emergency managers, law enforcement officers, and facility personnel in the development of buffer zone protection plans. Subsequently, these 11 sites have conducted on-site analysis and completed comprehensive plans to prevent or mitigate potential terrorist attacks.
- Homeland Security funds have substantially improved security at Wisconsin general aviation airports. Plans are underway to improve security at maritime facilities and other critical transportation infrastructure.
- The Wisconsin Department of Transportation (DOT) is developing a critical highway infrastructure (bridges and structures) vulnerability assessment, and has started vulnerability assessments for general aviation (GA) airports, state-owned railroads, maritime infrastructure, and DOT's building facilities. More than 14,000 state trunk highway bridges and structures were reduced to a list of 74 most critical structures, and then prioritized into three tiers of criticality/vulnerability. A similar process will be used for 135 GA airports, 340 state-owned rail elements, and maritime infrastructure. Security enhancements will be developed for the most critical infrastructure.

## **Legislation**

- Governor Doyle signed SB 120 into law in April – creating a new statutory Public Health Council, outlining reimbursement appropriations to local health departments for expenses incurred in quarantining people outside their homes during a declared state of emergency, establishing a statewide system of mutual aid assistance for emergency management, fire departments, EMS, tribes, and public health agencies, and requiring all emergency response agencies in responding to, managing, and coordinating a multi-agency or multi-jurisdictional incidents to implement Incident Command System (ICS).

## **Safety of our Natural Resources**

- The Department of Natural Resources (DNR) is assisting local water treatment facilities in improving testing and security enhancements. This includes developing emergency sampling protocols, establishing rapid alert notification procedures, and working with local law enforcement.
- The DNR's Waste Water Program provides training and technical information to local wastewater treatment operators to enhance security measures and assist in the development of protocols in the event of an intrusion.
- The DNR Bureau of Air Management is participating in the federal BioWatch program. The program monitors daily air contaminants that could be associated with a release of toxic substances caused by an act of terrorism.

## **Public Health**

- Office of Justice Assistance is working with the Wisconsin Division of Public Health's Hospital Bioterrorism Preparedness Program to provide funding to develop decontamination systems for 143 Wisconsin hospitals, tribal clinics, and health centers around the state. Awards totaling \$1.2 million will provide protective suits for hospital personnel and patient decontamination kits, and will supplement Health Resources and Services Administration (HRSA) funding for decontamination tents and showers.
- Wisconsin created Public Health and Hospital Regions to foster regional collaboration and maximize resources in planning and responding to all types of public health emergencies. In 2003, each of these regions conducted tabletop exercises to test their preparedness readiness to respond to terrorism and mass casualty incidents. Exercises will be held again this year, and annually thereafter.
- Wisconsin is one of the first states to establish a health professionals volunteer registry. The Wisconsin Emergency Assistance Volunteer Registry (WEAVR) has identified nearly 700 health professionals that can be used to assist local physicians and nurses in the event of a large-scale emergency. These volunteers will enhance our trained responder workforce.
- Wisconsin established a state framework for receiving and distributing emergency medicines and supplies from the Strategic National Stockpile and has worked with neighboring communities and states to coordinate our mutual aid efforts.
- Wisconsin developed and is utilizing an online Health Alert Network (HAN). This network provides for rapid, 24-hour notification and information exchange as well as training on a daily basis. More than 3,200 local and state public health partners are currently registered and use the HAN.

- Wisconsin is developing a Laboratory Response Network, acquiring additional microbiologists, chemists, and new state-of-the-art chemical and biological agent testing equipment, and increasing public health and hospital laboratory capacity. The state developed a plan to further increase laboratory testing capacity during emergencies by using the capabilities of other Wisconsin laboratories and reassigning public health laboratory staff. In addition, a response plan and communications network among hospital and public health laboratories, including communications with the State Laboratory of Hygiene, was developed.
- The Division of Public Health is sponsoring the distribution of an insert in Wisconsin newspapers in mid-September 2004 entitled "Public Health Emergencies: Your Preparedness Guide." This is a guide to the different types of public health emergencies, how individuals can protect themselves and their families, how to promote a safe home environment, and where to go for additional information.

### **Training and Equipping our First Responders**

- Since January 2002, WEM directly provided 1,278 emergency management training courses throughout the state. These classes include Incident Command System, Terrorism Awareness, and Emergency Operations Center Training. Nearly 23,000 students representing fire, law enforcement, emergency management, EMS, volunteer groups, and other agencies have attended these trainings in the past three years.
- Since September 11, 2001, local and state agencies have conducted 184 exercises to test their emergency plans for all hazards including responding to terrorist attacks. More than 12,000 people have participated in these exercises.
- Development of a high-tech regional homeland security training and exercise center at Volk Field is underway. This center will provide advanced multi-disciplinary terrorism response training and exercise opportunities to the task forces and other first responders from Wisconsin as well as surrounding states.
- OJA has made it a priority to train and equip a network of specialty response task forces that will provide complete coverage of critical emergency response capabilities across the state. The network will build on existing teams and regional networks and will provide a speedy, coordinated, multi-disciplinary response to a terrorist incident. The network will be made up of heavy and light task forces that will be positioned strategically around the state and will draw resources from multiple jurisdictions within a region.

### **Terrorism Prevention**

- DOJ's Division of Criminal Investigation (DCI) used \$250,000 in Homeland Security funding to establish a statewide terrorist intelligence database. The database allows state and local law enforcement to access real-time intelligence on domestic and foreign terrorist threats. DCI was awarded an additional \$212,000 to purchase equipment that will be used to track and apprehend terrorist suspects by intercepting email and cell phone communications.

- The Division of Motor Vehicles (DMV) was awarded a \$160,000 grant from OJA to purchase eight document scanners to improve the DMV's ability to detect fraudulent breeder documents.
- Homeland Security funding is advancing Wisconsin's Justice Information Sharing System by providing \$1.5 million to develop the Justice Gateway. This system will enable secure access to information that will help law enforcement identify and apprehend a terrorist suspect before he or she has the opportunity to carry out an attack.